

2-1965

# Planning for Development in the State of Maine

Maine Department of Economic Development

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# PLANNING FOR DEVELOPMENT

in the State of MAINE

AP 27 '65



## PROGRAM SCHEDULE

### 1965:

Appointment by the Governor of the interdepartmental committee, its necessary subcommittees, and the advisory council.  
Gubernatorial request for departmental development plans  
Negotiations for federal "701" funds  
Start of a two-state inventory analysis by an outside agency  
Formulation of general goals by the committee  
Creation of professional staff and initial appointments with legislative approval

### 1966:

Submission of departmental plans  
Completion of first stage of inventory  
Analysis and evaluation by the committee

### 1967-68:

Completion of second stage of inventory  
Expansion of professional complement  
Establishment of specific goals by sector

## COST ESTIMATES

### 1965 (and 1966):

Executive Coordinator	\$ 15,000
Assistant Coordinator (Resources)	12,000
Clerical (2)	7,000
Drafting	4,500
Equipment	1,000
Office and Supplies	1,200
Travel	1,800
	<hr/>
State Expenditure (annual)	\$ 42,500
*80% of Coordinator's and Drafting Time	25,200
Federal Matching (annual)	50,000
Total Comprehensive Plan	\$ 75,200
Consulting	\$ 50,000

### 1967 (and 1968):

Same as 1965 (\$42,500), with Salary increase	\$ 46,000
Assistant Coordinators (2)	25,000
Additional Clerk (1)	3,500
Travel Increase	700
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State Expenditure (annual)	\$ 75,200
50% Coordinators' Time	33,500
Federal Matching (annual)	66,500
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Total Comprehensive Plan	\$100,000
Consulting	66,000

\*Maximum amount of staff time which may be used as a contributed service in lieu of cash as the state's share in a federally assisted ("701") planning program. The state's share is one-third of the program.





**MAINE**

**DEPARTMENT  
OF ECONOMIC  
DEVELOPMENT**

STATE HOUSE

AUGUSTA, MAINE 04330

(207) 623-4511

STANDISH K. BACHMAN, Commissioner

February 1965

Honorable John H. Reed  
Governor of Maine  
State House  
Augusta, Maine

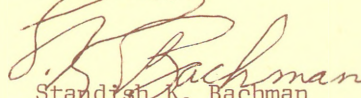
Dear Governor Reed:

It is a pleasure to transmit to your office  
the following summary of our state plan design project.

This Department enthusiastically endorses the  
concept of comprehensive planning for the State of Maine  
as outlined in the report. We do recommend, however,  
that in implementing the suggested program it might be  
more effective to maintain the technical aspects of the  
program within the current Division of Research and  
Planning of this Department.

In accordance with provisions of the Department's  
statutes (Title 10, Sec. 451 of the Maine Revised Statutes  
1964), it is our firm desire that a long range comprehensive  
planning activity -- which we feel can contribute much to  
the sound development of the State -- be initiated as soon  
as possible.

Sincerely,

  
Standish K. Bachman  
Commissioner



## SUMMARY

# PLANNING

in the State

(The following are selected excerpts from a report prepared by the Northeastern Research Foundation of Brunswick, Maine, for the Maine Department of Economic Development. Limited quantities of the full report are available and may be obtained on request from the Commissioner, Department of Economic Development, State Office Building, Augusta, Maine.)

### THE SCOPE OF A COMPREHENSIVE PLAN

A comprehensive economic policy for Maine must be based upon an equally comprehensive analysis of the state's economic characteristics. Only with such an analysis can meaningful goals and a feasible program be established.

... some of the major segments of the economy which are relevant to the formulation of a comprehensive plan ...

#### Human Resources

Labor Force  
Employment

#### Natural Resources

Manufacturing  
Forests  
Agriculture  
Marine Resources  
Recreation  
Mining  
Land Use

#### Service Facilities

Trade, Commerce, and Finance  
Transportation  
Government  
Social Services  
Education and Research

... In the Study of these areas it will be required that not only past trends and the present situation be investigated, but that the likely future trends also be considered. It is with the future that planning will be concerned ...

If the state is to be able to do this, it is clear that the various segments of the plan must be carefully drawn together, based upon an understanding of their interdependence and necessary complementarity.

### GOALS FOR ECONOMIC PLANNING

Some of the goals will necessarily be general in nature, amounting to little more than a restatement of the broad purposes of government—goals such as conservation of our natural resources, provision of better opportunities

for education, and establishment of an environment conducive to a full life for our citizens. Goals of a general nature, however, will accomplish little toward delineating specific programs for state agencies. Rather, it is felt that fairly specific and even qualified goals can and should be established in Maine, and a time schedule set up for their achievement within, for example, a 10-year period, with an expected completion of some aspects at an earlier date.

It should be recognized that many of the goals feasible for the state are already expressed as a part of the planning programs of the separate state departments. One of the tasks, therefore, of the planning administration or agency is to bring these existing goals together and make use of them. Not only must existing programs and goals of state agencies be included in the overall plan wherever possible, but it is also imperative that the officials of appropriate state agencies cooperate actively in the development of the entire program; for, if planning at the state level is to be successful, it must have the full support and understanding of all who are involved in state government. This type of program cannot be developed and imposed from the outside, even though much of the economic analysis and staff work must necessarily be carried out by professional people employed to perform specific tasks.

The adoption of a set of goals for economic planning and development does not mean that the state is seeking to engage in a vast extension of its power or authority, or that it plans to embark upon a wide range of activities hitherto carried out by the private sector. Rather, the intent is simply to bring together into some sort of cohesive and orderly program the many existing activities and powers of the state, so that they can be most effectively utilized.

### MACHINERY FOR A COMPREHENSIVE PLAN

#### Planning Machinery

Any discussion of goal determination quite naturally raises the question of how alternative courses of action implicit in the planning process can be isolated and identified ...

... Since state planning has as two of its more general goals the efficient utilization of state resources and the coordination of state activities, planning machinery should be placed close to the center of executive authority; ...

Planning is not a major substantive function of any separate organization; rather, it is a staff or advisory function that ideally should be carried on by all substantive or line agencies. Planning, to be meaningful, encom-



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passes the whole of an organization, with agency program goals integrated under a unified, comprehensive policy . . .

Whatever the form of planning machinery, it should be worked wherever possible into the existing administrative structure. Planning does not in itself require a wholesale structural change, but it must have top level agreement about what should be done and coordination of what is being done. This dual objective suggests a two-tiered mechanism: one level where policy is formulated, and the other more concerned with policy implementation or program development.

Maine has several precedents for the creation of a central planning mechanism, the first of which dates from the 1930's. In the present case, the Governor could appoint a committee composed of the heads of departments that are most concerned with the maintenance and development of the state's resources, human as well as natural. This committee could draw upon such departments and agencies as:

- Agriculture
- Civil Defense Agency
- Economic Development
- Education
- Employment Security Commission
- Forest Service
- Health and Welfare
- Highway Commission
- Inland Fisheries and Game
- Labor and Industry
- Port Authority
- Public Utilities Commission
- Sea and Shore Fisheries
- State Parks and Recreation Commission
- Water Improvement Commission

It is also suggested that the President of the University of Maine be a member of the committee so that the role of the University in terms of education and research can be fully brought to bear upon the planning process. The committee would be directly responsible to the Governor for the formulation of those planning goals for the utilization of state resources. In performing their work, the members could draw upon another type of group used fairly extensively in Maine: an advisory council consisting of representatives of business, industry, labor, and other interests having a stake in the state's economic development.

Planning is a continuous process of goal formulation, program development, analysis, and evaluation. Because an Interdepartmental committee would not possess the required continuity, it should have the services of a staff

of professionals to provide much of the analysis and to oversee the coordination that would be required as a result of the committee's work.

### Personnel

Program coordination, technical advice and research, and administrative continuity could well be furnished by a small professional staff attached to the Governor's office. Development of the staff would be best spread over a two- or three-year period. The principal staff member, competent enough to comprehend the totality of state government, possibly called an executive coordinator, would be hired to be on hand when the policy and goals formulation committee is formed. As the special segments of the plan were tackled, i.e., economic base, natural resources, communications and transportation, etc., assistant coordinators would be employed to meet the professional needs. While these staff members would work under the central machinery, they might work most closely with the councils devoted to the several sectors of the economy. The necessity of employing properly trained professional personnel where needed must be emphasized.

### Planning Program

The interdepartmental committee, as has been indicated, would be charged with the formulation of the goals for state economic development. Several activities, however, would have to take place before the committee could function properly. First of all, an inventory of all state resources would have to be made. Professional staff members will have to ensure that a common procedure is used by the departments in the development of the inventory. The degree of participation of professional staff members will depend upon the availability of qualified personnel within the various state agencies. At the same time, the various departments would have to begin developing their own plans, probably on a ten-year basis. In the meantime, the committee could be developing its own broad general goals for the state. Once the inventory, analysis, and departmental goals were brought together, the committee would be in a position to tie this material together into the integrated plan, complete with the specific goals and programs for the several sectors.

Following the adoption of the plan and the parceling out of the programs involved, one of the chief functions of the central committee would be continually to observe and review the progress being made, and to alter the goals and program wherever circumstances warranted. In this respect, it is essential that flexibility be maintained.



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